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ABSTRACT

This paper provides information on child care needs, existing services, and special topics related to child care in Dane County, Wisconsin. Section I describes and compares needs and services; indicates locations of current full-day services; and offers specific recommendations for expanding child care. Section II concerns cost and affordability of child care. Section III discusses the growth of child care services, and Section IV profiles low-income, minority, and single-parent families and households. Section V discusses operational aspects of center child care in 1987 in terms of rent, insurance, coverage, limits of liability, and insurance costs. Section VI describes day care staff with regard to wages, turnover and retention, and longevity of employment. Providing two examples of child care in rural communities, Section VII discusses planned development. Concluding remarks concern the impact of registration and resource and referral on planned development. Recommendations are offered. (RH)

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# CHILD CARE UPDATE: 1987

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CHILD CARE UPDATE: 1987

## I. NEEDS AND SERVICES

### Child Care Needs

The search for affordable quality child care has become a major task of American families. As both the number of single-parent families headed by working men and women and the number of two-parent families in which both parents work full-time increases, and as more heads of families on public assistance begin to enter employment and training programs, the need for child care increases. While most families need child care services because of employment or training programs, quality care is also needed by some families for respite child care that will prevent or reduce the potential for abuse and neglect. In addition, some families seek part-time child care because they feel their children need early education programs or group socialization.

The most recent information from the 1980 census and its 1985 update shows that 43% of the mothers with children under the age of three, 58% of mothers with children under the age of six, and 74% of mothers with school age children (up to twelve years-old) are in the work force. In Dane County, 12% of families are headed by a single woman and, in a growing trend, 3% of the families in the county are headed by single men. The increase in joint custody arrangements may mean a need for specialized child care services for children in such arrangements.

In the past, a large portion of a family's child care needs could be satisfied by turning to other family members - such as a sister or a grandparent. However, Madison and its surrounding communities in Dane County have become highly mobile, with many new families arriving and leaving the area each year. Today, few families live near other family members and can take advantage of this child care option. The best estimate is that at most 20% of the child care needed in Dane County for working parents is provided by other members of their family.

How many children can be said to need child care in Dane County? Using estimates and actual population figures for the county, the following picture emerges:

Table 1

Child Care Needs, 1987

| Age Group | County Population[1] | Children Needing Full-time Care in Dane County [2] |
|---|---|---|
| 0-1 Infants/Toddlers | 10051 | 4322 |
| 2-5 Preschoolers | 18881 | 8761 |
| 0-5 Subtotals | 28932 | 13083 |
| 6-12 School-Age | 29424 | 17419 |
| 0-12 Totals | 58356 | 30502 |

[1] Source: State of Wisconsin, Department of Health and Social Services, Bureau of Health Statistics.

[2] Source: Bureau for Health Statistics estimate of live births, adjusted by local and national census data on employed mothers.

The numbers in the right hand column of Table 1 show the best estimate of the numbers of children, by age, who need full-time child care because parents are working or in training. The figures do not represent all the children in need of part-time care. While use of the data for employed mothers ignores those instances in which single employed fathers are the sole support of their households, use of percentages of working mothers is commonly regarded as the best conservative, delimiting statistic that can be used in determining the numbers of children requiring day care services.

Child Care Services

A wide, and ever-expanding, variety of child care services is available to families in Dane County. In 1986-1987, there were 66 full-day child care centers and 77 part-day centers located throughout the county. During the fall of 1986 and spring of 1987, 9 new full-day centers opened:

Bits and Bytes, Happy Feet (a former family day care home that became a center), Jamestown Growing Center, Little Penguins (in the former Nedrebo's Day Care site), Magic Penny MATC, Nesting Place, Over the Rainbow, Three Wishes (University of Wisconsin drop-in center), and Tree House - Waunakee. In that same period, 5 new part-day centers opened: After-School Day Care Association programs at Franklin and West Middleton, Asbury United Methodist Nursery (formerly Church Day Nurseries), Head Start - Greenport (in the former CDI-North Madison site), and St. Bernard Pre-School, while 2 centers closed (St. Mary of the Lake Montessori and Work and Play Nursery). These center changes represent an 8% increase in the number of part & full-day centers in the county over the previous year.

In the spring of 1987, there were 135 licensed and 303 registered family day care homes, a slight increase over 1986.

The number of children enrolled in licensed child care centers and licensed or registered family day care homes is shown in Table 2. (Note: these numbers are enrollments and not the licensed capacities of these programs.)

Table 2

Number of Children Enrolled in Child Care Programs

March, 1987

| | | |
|---|---|---|
| Full-Day Centers | | |
| Infants/Toddlers (0-1 years) | 520 | |
| Preschoolers (2-5 years) | 3249 | |
| School-Age Care (6-12 years) | 508 | |
| Total in Full-Day Care | | 4277 |
| Part-Day Centers (all age groups) | | 3417 |
| Registered Family Day Care (all ages) | | 1042 |
| Licensed Family Day Care (all ages) | | 821 |
| Total in Regulated Care | | 9557 |

Source: Estimated and Actual Enrollments from the 4-C Rate and Enrollment Survey, 1987

Every year since 4-C began accounting for the number of children in regulated child care, the number has increased. This year's total of 9557 reflects an increase of 7% since last year. The nine new full-day centers that have begun operation during 1986-1987 have resulted in a substantial expansion in full-day center enrollments. These new programs and the expansion of existing services are responsible for infant/toddler enrollments to increase 27% and preschool enrollments to increase 19% in full-day centers over 1985-1986.

## Comparing Needs and Services

How well do the day care services available in Dane county meet the need for day care by children and their families? In Table 3, the number of children in regulated care is compared to the estimate of the number of children needing child care.

Table 3
Difference Between Needs and Services

| Ages of Children | Needs for Child Care Served [1] | Children in Regulated Care [2] | Percentage of Children Needing Care Served |
|---|---|---|---|
| 0-1 | 4322 | 1262 | 29% |
| 2-5 | 8761 | 5188 | 59% |
| 6-12 | 17419 | 1591 | 9% |

Sources: [1] From Table 1 above.
[2] 4-C Rate and Enrollment Survey. 1987.

The information in the right hand column describes the "gap" between child care needs and services. It appears that while many infants, toddlers and preschoolers are served in regulated child care settings, school-age children are the least well-served group. Keeping in mind that there are only 520 infants and toddlers enrolled in center programs compared with 4300 who need care, this group also can be said to be seriously underserved.

Previous 4-C Updates have used census information provided by the Department of Administration to estimate the county population of various cohort groups. This year's figures are based on the number of live births provided by the Bureau of Health Statistics, and this more conservative and realistic method upon the advice of statisticians and demographers employed at the University of Wisconsin and the State Department of Health and Social Services.

Locations of Child Care

To assess how child care services should be expanded to better meet needs, it is important to examine the locations of current full-day services to accommodate full-time working parents. The table below shows the percentage of the total number of infants/toddlers, preschoolers, and school-age children enrolled in full-day centers in areas throughout Madison and Dane County. (Note: totals do not add to 100% due to rounding).

Table 4
Centers by Area of the County and Their Percentage of Full-Day Enrollments, By Age (N=65)

| Area | # of centers in each area | Ages of Children Enrolled 0-1 | 2-3 | 6-12 |
|---|---|---|---|---|
| Campus | 11 | 23% | 15% | 4% |
| Central | 6 | 8 | 8 | 2 |
| East | 7 | 13 | 8 | 23 |
| North | 4 | 9 | 9 | 6 |
| South | 12 | 25 | 14 | 12 |
| West | 10 | 15 | 16 | 13 |
| Out of Madison | 15 | 8 | 30 | 39 |

Source: 4-C Rate and Enrollment Survey, 1987
Note: Full-day centers outside the City of Madison include those located in DeForest, McFarland, Middleton, Monona, Mt. Horeb, Oregon, Stoughton, Sun Prairie, Verona, and Waunakee.

Table 5 displays the percentage of the total numbers of registered and licensed family day care homes and their location throughout Dane County.

Table 5

Percentage of Total Number of Registered and Licensed Family Day Care Homes by Location (N=438)

| Area | Registered Homes | Licensed Homes |
|---|---|---|
| Campus | 13% | 1% |
| Central | 3 | 4 |
| East | 13 | 21 |
| North, Northeast | 16 | 14 |
| South | 10 | 3 |
| West | 19 | 29 |
| Out of Madison | 24 | 29 |

Source: 4-C Referral and Registration Coordinators

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## Conclusions

The expansion of child care services is needed throughout Dane County. The following specific recommendations for expanding child care are based on the distribution of both full-day center enrollments and numbers of family day care homes found in Tables 4 and 5:

o Central Madison:
More center care for infants and toddlers and preschoolers in the central area of Madison is needed. School-age care development may be less crucial in this area because children need care close to where they attend school in neighborhoods outside of the Isthmus. Though registered and licensed family day care homes should be increased, particularly because they are a major source for infant care, most residents in central Madison are students and single individuals who traditionally are not interested in providing family day care.

o East Madison:
Centers and family day care homes seem to be offering extensive child care services in this part of Madison. However, expansion of center preschool care is needed.

o North Madison:
Expansion of center care on the north/northeast side for children of all ages is needed.

o South Madison:
The impact of recent center expansion, especially for infants and toddlers, on the south side is clearly evident in Table 4. However, the registration and licensing of many more providers is needed.

o Campus Area/West Madison:
Regulated care, both centers and homes, is well-established on Madison's west side and on campus. (Note: campus area family day care is almost exclusively located in the Eagle Heights student housing apartments; many are registered providers caring for up to three children.)

o Rural Dane County:
Outside the City of Madison, expanded center care for infants and toddlers appears to be needed. While there are many centers and family day care homes in these communities, the amount of service varies from town to town. Larger communities or communities with a large employment base tend to have a better developed system of child care services than smaller towns or villages or areas with a smaller employment base. Many unregulated family day care providers (not all illegal, because they serve fewer than four children) operate throughout the county, and need to be recruited to come into the regulatory system so they may be more available for families needing care.

II. COST AND AFFORDABILITY OF CHILD CARE

The costs of child care services, the fees charged parents by centers and family day care homes, continue to increase. The weekly rate charged parents for preschoolers in full-day centers increased by 5.5% over 1986. The cost of center preschool care has gone up 4 to 5% annually since 1982. The fees charged for infants and toddlers in full-day center care also increased by 5.5% since last year.

For those children in family day care homes, weekly fees charged for preschoolers increased 7%; for infants and toddlers weekly fees increased 5.3% since last year. On average, the cost of care in a licensed family day care home is more than in a registered home. Licensed providers charge about $2.50 more per week for preschool care and $3.60 more for infant and toddler care than registered providers.

Many family day care providers charge parents by the hour. Hourly rates for preschoolers were unchanged over 1986, but hourly rates for infants and toddlers increased by about 4% since last year. Licensed providers also tend to charge a small amount more an hour for child care (about 10 to 15 cents) compared to registered providers.

TABLE 6

FEES CHARGED FOR FULL-DAY CARE
(March, 1987)

| In Full-Day Centers | Mean | Range |
|---|---|---|
| Weekly Rates for Infants/Toddlers | $78.55 | $58.33-$101.25 |
| Weekly Rates for Preschoolers | 65.81 | 45.00-$101.25 |
| **In Family Day Care (Licensed and Registered)** | | |
| Weekly Rates for Infants/Todders | $68.95 | $35.00-$100.00 |
| Weekly Rates for Preschoolers | 65.77 | 40.00- 90.00 |
| Hourly Rates for Infants/Toddlers | 1.67 | 1.00- 2.75 |
| Hourly Rates for Preschoolers | 1.59 | 1.00- 2.50 |

Source: 4-C Rate and Enrollment Survey, 1987

It is difficult to determine an average rate that is charged to parents by part-day centers. Such programs offer a wide variety of rates. For example, centers with morning or afternoon programs charge different fees based on the number of hours or days that care is provided each week. Some centers also charge fees by the week, month, or semester. To establish an average daily rate for part-day center care, all the different rates charged in these programs were converted to daily rates. This year 38 part-day centers reported 125 different daily rates in the 4-C survey. The average cost in part-day programs is $5.85/day, an increase of 4% since last year. The fees charged ranged from $3.12 to $10.50/day.

Affording Child Care

Many would describe Madison and the surrounding areas as typical middle class or perhaps even affluent communities and, indeed, statistical information supports this perception. For example, from 1979 to 1984 the median family income in Dane County increased by 58%, to $33,500. Currently the unemployment rate in Dane County is 3.5%, compared to 5.1% for the state as a whole.

But poverty exists in Dane County. In full-day centers, it is estimated that 11% of the children are from very low-income families (less than $12,000/year) and in part-day centers, exclusive of Head Start, 6% of the children come from these families. Obviously, such families have great difficulty affording child care.

Even families whose incomes are greater than $12,000 often have difficulty affording child care. Parents of young children have not yet generally reached the median family income and work because they must support their families. Day care costs are often the fourth largest item in the family budget (after rent/utilities, food and taxes.) Families whose income is at the county median will spend, on average, 10% of their income on child care if they have one preschooler in full-time center care. Families needing more expensive infant care or care for two or more children face an even greater financial burden.

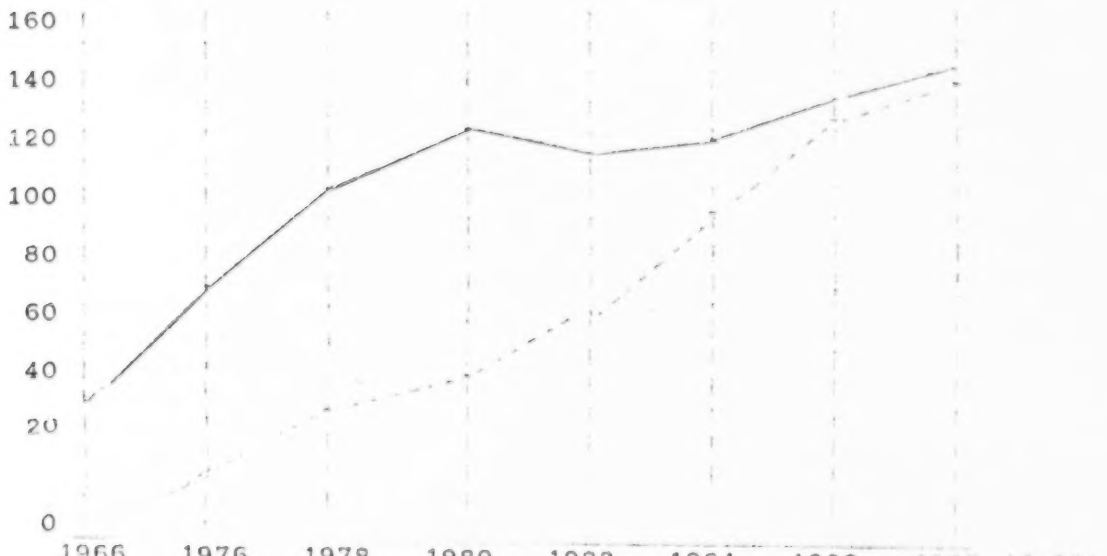
The availability of public dollars for low-income families continues to be constrained. Dane County's Social Services Block Grant funding for child care for 1987 amounted to approximately $856,000, served about 350 families, and had a consistent waiting list. Waiting list management has improved and the picture for 1988 appears to be about the same amount of funding. The City of Madison has $325,000 for tuition assistance, with a waiting list of 172 families (November, 1987). In 1988 the situation is predicted to be slightly better, with a $17,000 increase in tuition aid passed in the City budget.

The impact of the State's Workfare and Learnfare programs will not be known until the Legislature passes the final rules on these employment and training efforts. Child care will be an important part of the programs' success. Certainly, more experimentation with child care sliding fee scales and increased tuition subsidy for parents entering work/training programs will be necessary if there is not to be a serious gap between parents who can "afford" child care and those who are put on waiting lists--who may select poor quality care while waiting.

## III. GROWTH OF CHILD CARE SERVICES

The chart below shows the changes in numbers of licensed full- and part-day centers and licensed family day care homes over the last twenty years.

Chart 1
Growth of Licensed Centers and Homes



The number of licensed family day care homes has increased steadily since 1966. This growth has been in response to the increasing demand for child care services and also reflects the growing support and technical assistance offered by community organizations such as 4-C (for example, the Child Care Food Program) and the City Day Care Unit (for example, its systems for family day care homes).

Twenty years ago, centers were sponsored mostly by churches and other not-for-profit organizations. At present 11% of the full-day centers in Dane County are church sponsored, 38% are operated by non-profit boards of directors, and 45% are for-profit businesses (The remaining 4% are non-profit centers that are owned by national for-profit corporations--and are therefore difficult to categorize as either profit or non-profit operations.)

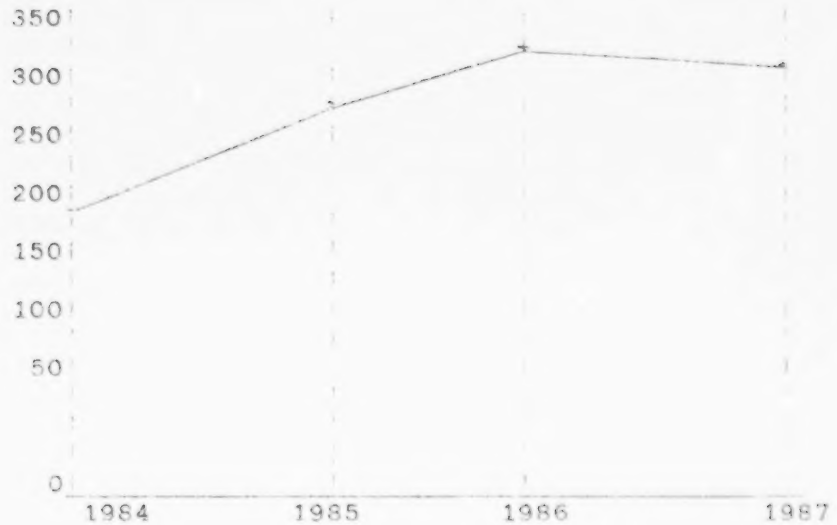
While other communities have many centers that are parts of large national for-profit chains, only one full-day center in Dane County is a franchise of such chains. However, there are currently four for-profit family-owned businesses with multi-site centers in the county. In addition, two non-profit organizations offer full-day centers in multiple locations and three non-profit organizations offer part-day school-age child care in several locations.

While non-profit and for-profit full-day centers are located throughout Dane County, some interesting location patterns exist. By far the most non-profit centers (36%) are located near the University of Wisconsin campus. The second largest concentration (20%) is on Madison's south side. Families and community organizations in these areas have been instrumental in beginning these centers.

For-profit day-care centers are concentrated on Madison's west side (28%) and in the communities outside the City of Madison (45%). Family-owned day care businesses dominate outside the City of Madison.

Chart 2 shows the growth of registered family day care homes. (In 1984, 4-C began a system of registration that replaced Dane County's certification of family day care homes.) Registered homes care for an average of 3.5 children each.

Chart 2
Growth of Registered Family Day Care Homes




| # registered homes | | | |
|---|---|---|---|
| 195 | 288 | 318 | 303 |

The relative lack of change in the numbers of registered homes in recent years does not represent a system in a state of stagnation. There is a steady turnover as providers move out of Dane County or decide to stop providing care. In 1985, 35%, and in 1986, 40%, of the providers were new to registration.

## IV. FAMILY PROFILES

The 1987 Rate and Enrollment survey asked center directors to give an estimate of the number of children in their programs that come from low-income families (less than $12,000/year), are members of a minority group, or live in single-parent households. The summaries below present answers to these questions given by directors of full- and part-day programs.

### Low-Income

Directors of full-day centers (N=55) report that 11% of the children in their care come from families whose income is less than $12,000/year. In part-day centers (N=32), 21% of the children come from low-income families. However, many of the low-income, part-day children are enrolled in Head Start programs. If these children are removed from the sample, 6% of the children in part-day programs come from low-income families.

While low-income families are served in both full- and part-day centers throughout the county, transportation--or the lack of it--plays a part in attendance patterns.

Transportation is clearly a barrier to finding and using child care for low-income families. Without a car, getting a child to day care and then getting to work or school can be very difficult. Even access to public transportation does not erase the problem because a great deal of time and effort are required, especially if the parents'work or child care are not close to a bus stop. It is not surprising, then, that low-income families tend to choose child care within walking distance of their homes. Centers located near low-income subsidized housing areas tend to serve a higher percentage of low-income children than other centers. Also centers near the University of Wisconsin and the Madison Area Technical College and those located in areas of student housing, such as Eagle Heights, serve higher percentages of low-income and/or student families.

Minorities

Full-day centers (N=54) report that 8% of the children they serve are members of minority groups. In part-day centers (N=35), 13% belong to minority groups. If the children served in Head Start are removed from the sample, 7% of the children attending part-day programs are members of minority groups. Minority group children do not appear to be disproportionately represented in day care center programs. According to the most recent information available, 6% of the total population of the City of Madison and about 4% of the population of Dane County are members of minority (non-white) races.

As with low-income families, minority children attend many different full- and part-day centers throughout Dane County. However, children are concentrated in centers serving Madison's south side, the Allied Drive and Wexford Ridge areas, and the Williamson St./Marquette neighborhoods. In addition, minority children are served by centers operating near Eagle Heights, where many international students live while attending the University of Wisconsin.

Single-Parent Households

In full-day centers (N=54), directors report that 18% of the children they serve come from single-parent households. In part-day centers (N=35), 17% of the children enrolled come from single-parent households. If the children enrolled in Head Start programs are removed from the sample, 10% of the children in part-day programs live in single-parent families. According to census data, county-wide 15% of all families are headed by single-parents. Children from single parent families are thus not over-represented in child care settings.

A wide range of centers, in every part of the county and at every rate, are serving single-parent families. Some centers near large concentrations of apartments or other rental property, near subsidized housing complexes or near the University of Wisconsin and Eagle Heights serve concentrations of single-parent families.

## V. OPERATIONAL ASPECTS OF CENTER CHILD CARE IN 1987

The costs of operating day care centers are directly related to staff costs, to be discussed more thoroughly in Section VI. Occupancy and liability insurance are two other operational costs which greatly affect the overall cost of child care, along with supplies, food, and equipment. Occupancy and insurance are discussed briefly below.

### Rent

In full-day centers(N=24), an average of 11% of the budget is spent on rent, mortgage or other occupancy costs. In part-day centers (N=24), an average 14% is spent for occupancy costs.

These costs can vary from center to center, from 1% to as high as 44% of the budget. Many centers report that subsidies from churches, synagogues, and other institutions reduce their occupancy costs. New centers, especially those with high mortgage payments, spend more of their budget on occupancy costs.

Though no hard data exist, it is becoming more prevalent to find centers experiencing difficulty in negotiating an equitable rental agreement, especially in church facilities. Controversy over rental amounts and disagreements as to lease terms are not uncommon. Any planned development for child care should take into consideration the possible pitfalls in attempting to determine a fair "market" occupancy rate for a service such as child care. Such extras as janitorial, snow removal and storage space should be discussed well in advance of lease agreement signing.

### Insurance

In the spring of 1985, day care centers throughout Dane County began to experience the liability insurance crisis that was also affecting centers across the country. Day care centers faced problems of both affordability and availability of liability insurance coverage. As premium costs doubled and even tripled, many companies pulled out of the liability market, refusing to insure any type of day care operation.

Though the problems have eased somewhat, in 1987 there is still an "insurance problem." Data from the 4-C Rate and Enrollment survey show costs continue to increase, though not as much as during 1986. Many insurance companies continue to offer liability coverage--but at a higher price. Some centers report problems, such as having to lower liability limits to be able to afford coverage, and the strain on their cash flow of having to pay a large premium all at once. However, most centers said that finding and affording coverage was easing somewhat.

By using business insurance brokers and independent insurance agents, 41 full-day centers reported using 18 different companies that offer liability coverage. Part-day centers (N=23) are using 11 different companies for liabilty insurance.

Coverage-Limits of Liability. State of Wisconsin regulations require that centers have liability coverage that provides for at least $25,000 for each child or other person injured or harmed at any one time and at least $75,000 to cover each occurence of "liable negligence." This second figure is called the "limit of liability" of the coverage. Dane County full- and part-day centers often seek coverage well in excess of the minimums mandated by state regulations. Centers report purchasing as much coverage as their budgets will allow.

| Limit of Liability | Number of Centers | |
|---|---|---|
| | Full Day | Part-Day |
| $ 100,000 | 5 | 2 |
| 250,000 | 2 | 1 |
| 300,000 | 8 | 8 |
| 350,000 | 1 | - |
| 500,000 | 13 | 8 |
| 600,000 | 1 | - |
| 750,000 | 1 | - |
| 1,000,000 | 6 | 6 |
| 2,000,000 | 1 | - |

Comparing the limits of coverage purchased this year with the limits reported last year, it appears that more full-day centers are purchasing policies with lower liability limits.

Costs. Though the rate of increase has slowed, insurance costs continued to climb during the last year. In full-day centers, liability insurance costs increased an average of 74% (N=17). Last year, costs had increased an average of 150% in full-day centers. Full-day centers vary greatly in the increases reported --from 7% to 400%. Ten centers reported that their insurance had not gone up at all. In part-day centers, insurance costs increased an average of 30% (N=17); in 1986 they went up an average of 120%. As in full-day programs, the range of increases in part-day programs is great: from a reported decrease of 5% to an increase of 98%. Two part-day centers reported costs had decreased and two said insurance premiums had not changed since last year.

Insurance costs continue to be an important part of any center's budget. An average of 2% of a full-day program's budget is spent on liability insurance, though the percentage can range from .2% to 4% of the total budget (N=29). In part-day programs, an average of 3% of the budget is spent on insurance, with a range of 1% to 8% (N=22). In the past several years, insurance costs have accounted for a stable 2-3% of a center's budget regardless of insurance premium increases. Many centers appear to be passing on the higher costs to parents by way of rate increases in order to keep the high cost of insurance from consuming a greater percentage of their program budget.

Insurance problems for family day care providers continue unabated, despite the availability of at least one group policy in the state (at a rate 300% higher than five years earlier). Family day care providers find their homeowner's policies cancelled, and renters face eviction if they do legal family day care. At the same time, licensed providers must purchase insurance by law, and all professional family day care providers recognize the need for liability insurance in a profession that cares for very young children.

## VI. DAY CARE STAFF

### Staff

In any center, the major budget item is staff salaries and benefits. In full-day centers(N=32) an average of 68% of the budget is devoted to staff expenses. This percentage varies from 37-98% depending on type of center and location. In part-day centers (N=27), 71% of the budget on average is spent on staff, with a range of 43-85%.

This section, prepared by 4-C Child Care Worker Outreach Project staff, will consider three topics as they relate to staff in Dane County child care centers: wages, turnover, and longevity of employment.

The collection of data in these areas takes on increasing significance in light of the growing shortage of well-trained and experienced early childhood teachers. The number of day care directors calling the 4-C Worker Project seeking help in finding qualified teachers for their programs increased dramatically over the past year. These directors expressed their frustration over the low number of people who were answering their newspaper ads for teachers. This is not only a problem on the local level but reflects a nationwide trend (treated as a priority issue at national early childhood conferences, as well as being the topic of numerous reports from day care worker advocacy groups from New York, Michigan California, Minnesota and Massachusetts during this past year).

The pay scale, lack of, (or inadequate) benefits, nonexistence of career ladders, and low status accorded to work with young children all contribute to the high turnover of day care staff and the loss o qualified teachers to other professions.

Wages

The figures gathered for the 1987 4-C survey show a slight increase in per hour wages for three of the four categories of day care staff considered. It is difficult to infer from these figures the reasons for the salary fluctuations over 1986. One explanation is that it is not entirely the same sample from year to year -- different centers respond to the questions about staff wages, although the response rate is consistently high. Perhaps the increase for the administrative staff may be attributed to the fact that 41% of the day care directors in Dane County have been at their jobs for 5 years or more. The increased wages may reflect an effort on the part of day care center boards to retain these administrators to give continued stability to their programs. Making an effort to attract better qualified people may be the reason for the jump in the average starting salary for the Assistant Teacher positions. The current average wage for Assistant Teachers rose $.22, perhaps again a recruitment effort on the part of centers to attract people to the child care field.

The charts that follow are for full and part-day programs, and will give figures for both the 1987 and 1986 surveys for an easy reference comparison.

Table 6. Full-Day Center Wages

| | 1986 | 1987 |
|---|---|---|
| Administrators | Current Average $7.00 | Current Average $7.82 |
| | Range $4.61 - $13.00/hr. | Range $5.00 - 14.42/hr. |
| | Average Starting $6.07 | Average Starting $6.53 |
| | Range $4.00 - $11.25 | Range $4.00 - 12.50/hr. |
| Program Directors/ Lead Teachers | Current Average $6.16 | Current Average $6.22 |
| | Range $4.04 - $10.00/hr. | Range $4.75 - 10.00/hr. |
| | Average Starting $5.17 | Average Starting $5.16 |
| | Range $4.00 - $11.25/hr. | Range $3.50 - 8.98/hr. |
| Teachers | Current Average $4.66 | Current Average $4.99 |
| | Range $3.50 - $7.50/hr. | Range $3.75 - 8.13/hr. |
| | Average Starting $4.28 | Average Starting $4.43 |
| | Range $3.35 - $7.00/hr. | Range $3.25 - 8.13/hr. |
| Assistant Teachers | Current Average $4.02 | Current Average $4.24 |
| | Range $3.35 - $5.25/hr. | Range $3.50 - 5.75/hr. |
| | Average Starting $3.88 | Average Starting $3.98 |
| | Range $3.35 -$5.00/hr. | Range $3.35 - 5.00/hr. |

Table 7. Part-day Center Wages

| | 1986 | 1987 |
|---|---|---|
| Administrators | Current Average | Current Average |
| | $7.33 | $8.73 |
| | Range | Range |
| | $3.57 - $10.00/hr. | $5.50 - $13.00/hr. |
| | Average Starting | Average Starting |
| | $6.11 | 6.69 |
| | Range | Range |
| | $5.00 - $7.50/hr. | $5.25 - $ 8.00/hr. |
| Program Directors/ Lead Teachers | Current Average | Current Average |
| | 7.67 | 7.99 |
| | $4.90 - $15.00/hr. | $4.75 - $10.76/hr. |
| | Average Starting | Average Starting |
| | $6.53 | $6.62 |
| | Range | Range |
| | $5.00 - $ 7.50/hr. | $3.75 -$11.34/hr. |
| Teachers | Current Average | Current Average |
| | $6.69 | $7.17 |
| | Range | Range |
| | $3.35 - $10.39/hr. | $3.35 - $14.00/hr. |
| | Average Starting | Average Starting |
| | $5.92 | $5.84 |
| | Range | Range |
| | $3.35 - $10.00/hr. | $3.35 - $10.00/hr. |
| Assistant Teachers | Current Average | Current Average |
| | $5.06 | $5.31 |
| | Range | Range |
| | $3.35 - $7.33/hr. | $3.35 - $8.37/hr. |
| | Average Starting | Average Starting |
| | $4.43 | $4.53 |
| | Range | Range |
| | $3.35 - $5.25/hr. | $3.35 - $7.20/hr. |

Turnover/Retention

Staff turnover in day care is a problem which undermines the stability of the child/caregiver relationship, adds to the work stress of remaining staff, disturbs inservice training efforts, and makes it difficult for programs to function as consistent family support services.

In full-day centers in 1987 the average rate of turnover was 26%. For part-day centers the rate was 31%. At least 48% of those who left their Dane County center over the past year left the child care field, while only 15% went to work at another center; 29% left Dane County and there is no indication if these individuals intend to stay in the child care field. Of the 87 people who left their centers during the past year, as reported by full-day centers, only 14 of those remain available to the Dane County day care community. This represents a substantial loss of trained and experienced teaching staff.

The retention of experienced staff continues to be problematic. During the past year, 35% of the teachers in full-day programs had worked at that center for one year or less. This was true for 31% of the teachers in part-day programs. Of the staff at full-day centers, 66% had been there for 3 years or less. This figure was 61% in part-day programs.

The longevity of day care directors is significantly better than that of teachers. The 53 responding full-day program directors had been at their centers an average of 6 1/4 years, more than 5 years of that in the director position. The 37 responding part-day program directors had each been at their centers an average of almost 8 years, with approximately 6 of those as director. Of the Dane County directors reporting, 41% had worked at their center in that position for 5 years or more, with 22% having served over 9 years.

The stability of center directors is a very fortunate factor for day care programming in Dane County. Center directors are under the constant stress brought about by staff turnover and the increasing shortage of qualified teachers with which to staff their programs.

## VII. PLANNED DEVELOPMENT

### Child Care in Rural Communities -- Two Examples

Over the past two decades, a major population shift has taken place in Dane County. From 1970 to 1980, the percentage of the county's population living in the City of Madison has dropped from 59% to 53%. By 1990, it is estimated that half of the county's residents will live in the City of Madison and half will live in the other cities, towns, villages and rural areas of Dane County. "In fact," according to Dennis Domack, Community Development Agent at the University of Wisconsin-Extension, "if continued economic growth and development continues at the present rate we could see an even greater suburban growth in the next five to ten years."

What are the reasons for more families moving into the non-urban areas of the county? Many families seem to want a "small town atmosphere" and the perceived lower tax rate, cost of living and the smaller school system these rural communities offer. Increasingly, there are jobs in the county's rural areas. For those who commute to Madison or jobs elsewhere, the cost of commuting has decreased with lower gas prices and been made easier with the highway improvements of recent years.

As the population distribution changes, an analysis of child care needs and services in rural cities, towns, and villages becomes more important. According to Carolyn Rusk of the Sun Prairie Chamber of Commerce, "One of the first things newcomers ask us about is child care!" Two examples of how smaller communities meet the child care needs of their residents will be discussed below.

Sun Prairie

According to a report prepared by Dane County Extension, Sun Prairie can accurately claim to be one of the fastest growing communities in the Midwest. No longer considered to be a suburb of Madison, Sun Prairie is a satellite city with its own substantial industry and payrolls. The population of Sun Prairie has grown to match its increasing commercial prosperity. In fact, its growth has been explosive--the population has increased 29% from 1970 to 1980 and is expected to grow by another 33% by 1990.

In Sun Prairie, the Industrial Development Corporation has built a large industrial park and encourages business development in the downtown area with a proposed Tax Incremental Financing (TIF) District. Many families find employment in Sun Prairie. Carolyn Rusk of the Chamber of Commerce says, "We have our own employment base here." Among the largest employers and the largest employers of women are General Casualty (with about 550 employees in total), General Telephone and Electronics (GTE) (500 employees), and Goodyear Tire and Rubber (200 employees). Two seasonal industries employ large numbers of women. Wisconsin Cheeseman employs over 1000 people, 80-90% women, between August and December assembling holiday gift packs of dairy products. Stokely USA employs about 100 women between June and September in its canning operation. Other large employers include Wisconsin Porcelain and Famous Fixturess, a store fixtures manufacturer employing many women that has just began operation in Sun Prairie.

To meet employed families' child care needs, Sun Prairie has two full-day centers, one part-day center, an after-school program operated by the YMCA, plus eight licensed and five registered family day care homes. How well do the city's current child care centers and family day care homes meet the community's day care needs? In the table below, the number of children in regulated child care is compared to an estimate of the number of children needing care. The number of children needing care is estimated by using the results of the Sun Prairie School District's most recent student census and taking into account local and national information on the number of women with children who are employed.

Table 8.
Child Care Needs and Services in Sun Prairie

| Ages of Children | Needs for Child Care[1] | Children in Regulated Care[2] | Percentage of Children Needing Care Currently Being Served |
|---|---|---|---|
| 0-1 (infants/ toddlers) | 188 | 35 | 19% |
| 2-5 (preschoolers) | 381 | 194 | 51 |
| 6-12 (school-age) | 1465 | 115 | 8 |
| TOTAL | 2034 | 344 | 17%(overall) |

Sources: [1] Sun Prairie School Census and public and parochial school enrollments adjusted by local and national estimates of families needing child care services due to maternal employment.

[2] 4-C Annual Rate and Enrollment Survey, 1987.

The numbers in the right hand column give the percentages of infants/toddlers, preschoolers, and school-age children who need child care and are currently being served in regulated child care settings. How can existing services be expanded?

Though there are a good many registered and licensed family day care homes (in which infants and toddlers often receive care), there are only eight children of this age enrolled in one of Sun Prairie's two full-day centers. The other, very large center has no program for infants and toddlers. Expanded infant/toddler center care and the development of more family day care homes is needed. It will take concentrated work to recruite family day care providers to become part of the known delivery system.

While over 300 children are being served in Sun Prairie's center-based full-day and after-school programs, existing services should be expanded or new centers developed. Perhaps the employers mentioned above could either individually or as a consortium operate a new full-day center or develop a system of family day care homes to meet their employees' child care needs. Perhaps, the school system could be called upon to offer after-school care.

Seasonal workers at Wisconsin Cheeseman and Stokely may not be users of child care services throughout the year and might have a difficult time finding openings in the centers and family day care homes mentioned above. In addition, Wisconsin Cheeseman operates a second shift--a special barrier for those employees needing scarce evening care. Clearly some type of employer-subsidized, on-site child care would be of great help to these seasonal workers. Since the period of operation of the two employers overlaps only briefly, the two companies could share program staff, equipment and facilities if a common site could be found.

Mt. Horeb

The village of Mt. Horeb has experienced steady growth over the past two decades. From 1970 to 1980 the population grew by 18%, and it is expected to increase an additional 13% by 1990. The village's economic base consists of light manufacturing and a great deal of service-related employment that caters to the area's many tourists. According to Mike Puksich, the village administrator, the recent diversion of Highway 18/151 off Mt. Horeb's main street has not hurt tourism because of the extensive public relations efforts of the community. Also, plans are currently underway to establish an industrial park.

In addition to the many small shops, restaurants and other tourist establishments that employ large numbers of women, other major employers include: Ryser Cheese Factory (50 employees), Janlin Plastics (180 employees, a third of whom are women), the Gonstead Clinic of Chiropractic, and the Karakahl Inn (an employer of about 40 women). Ingleside Nursing Home has 120 employees, 85-90% of whom are women. Seasonal employment is provided by Stauffer Cheese between May and December for about 90 women.

Child care services are needed by three different groups of families in the Mt. Horeb area: residents who work in Mt. Horeb, residents who commute to Madison, and non-residents who commute from outlying areas to employment in Mt. Horeb.

To meet the needs of all three groups of families, there is one full-day center, two licensed and four registered family day care homes in Mt. Horeb. In addition, a new full-day center is opening in the fall of 1987 in Mt. Horeb. Though licensed for up to forty children, it will begin with openings for twenty-six preschoolers until more staff can be hired. The center also plans to offer some after-school care.

The table below is similar to the one developed for the City of Sun Prairie, to illustrate the comparison between care needed and available services. The number of children currently in regulated care is compared to an estimate of those needing care. As with Sun Prairie, the school census information is used as a starting point and is then adjusted to reflect the most recent data on the number of working mothers. Note: the new center referred to above has just opened and is currently recruiting preschoolers--its enrollments are not included in Table 9.

Table 9
Child Care Needs and Services in Mt. Horeb

| Ages of Children | Needs for Child Care[1] | Children in Regulated Care[2] | Percentage of Children Needing Care and Currently Being Served |
|---|---|---|---|
| 0-1 (infants/ toddlers) | 76 | 11 | 14% |
| 2-5 (preschoolers) | 177 | 67 | 38 |
| 6-12 (school-age) | 391 | 6 | 2 |
| Totals | 644 | 84 | 13% |

Sources: [1] Mt. Horeb School Census and enrollments adjusted by local and national estimates of families needing child care servies due to maternal employment.

[2] 4-C Annual Rate and Enrollment Survey, 1987.

In what ways should these services be expanded? The one full-day center currently in operation and the new center have no slots for infants and toddlers. Expanded family day care services for infants and toddlers are clearly needed. More preschool care in both centers and homes is also needed. However, the eventual addition of forty slots for preschoolers, when the new center is operating at capacity, will increase to 60% the number of preschoolers needing care who are served in regulated care. Whether parents work in Mt. Horeb or commute to Madison, school-age care is needed near their child's school. Clearly, more school-age care is needed in Mt. Horeb. As in Sun Prairie, expanded services from centers and family day care homes can meet only part of the demand--again the public schools should be called upon to develop after-school child care programs. Recruiting family day care providers to become part of the regulated base available for parents is very much needed.

Mt. Horeb's employers could play a part in offering the village expanded child care services, working as a consortium or as a single employer to develop a full-day center or system of family day care homes. Seasonal employees at Stauffer Cheese face unique child care problems: an on-site center would greatly help these parents.

Impact of registration and resource and referral on planned development.

The two communities cited above are representative of other communities outside the City of Madison: places in need of child care, with a growing employed parent population, and experiencing rapid growth. Further development will occur in these and other smaller cities and towns that will create more need for coordinated child care planning. Many different community services impact on child care: two 4-C services that have a direct impact on the planned development of child care will be discussed briefly.

Family day care registration has played a major role in the steady development of child care, particularly in rural areas (about one third of all registered providers live outside the City of Madison). In Wisconsin, only three counties have had registration projects: the one in Dane County is the only one currently operating. Registration has been developed to respond to the need for "licensing-like" standards for family day care homes serving a small number of children, with unobtrusive government control and maximum parental choice in decisionmaking. The 4-C registration program is a contracted service for the Dane County Department of Social Services and includes recruitment, referral, monitoring, and evaluation. Providers interested in becoming registered can attend a monthly "start-up" meeting at which all aspects of family day care are explained.

There are several practical results of the registration program. The 1986 evaluation study showed that parents and providers are satisfied and supportive of family day care registration: 81% of the parents said they are better informed about using child care, 62% said the registration standards help assure quality, and 95% of them indicated that the system helped them find child care. Outreach to the rural areas regarding the benefits of registration to parents and resources available to the providers has been a major thrust of the 4-C family day care registration project in 1987. Support groups, bilingual training, and provider information will need to continue in 1988 in order for this form of protection to the children to be most effective.

Resource and referral has an impact on planned development, as well. The referral staff refer parents to all sectors of the provider community. The 4-C computerized referral data encourages systematic and consistent program descriptions. Programs that do not comply with regulatory standards may be removed from the referral files. The referral counselors have a commitment to respect the rights of parents to choose child care appropriate to their needs. At the same time, there is an equally strong commitment to the education of child care consumers. The referral staff have thorough familiarity with all child care regulations, and assist parents in understanding these regulations.

Through intensive knowledge of providers and extensive knowledge of parents' needs, the resource and referral service is able to inform the community about the types of child care needed. 4-C's resource and referral service has accurate, current information regarding parental preference, satisfaction with service, and future needs. In 1987, 36% of parents who called for child care referrals wanted part-time care, and 24% had emergency child care needs. Such information can be valuable in encouraging planned development related to community need.

These two services are among others in the Dane County community that help create a viable child care system. However, both have limited amounts of public funding which has not kept pace with the demand for services.

Past 4-C Update papers have included recommendations which called for more training, better support for child care providers, more infant/toddler and school-age care, improvements in quality, more intense involvement on the part of employers, care for children who are ill, and increased recognition of child care workers. Progress is being made in many areas, as we have seen throughout this edition of the Child Care Update. The following comparative statistics, covering the last eight years, are illustrative of the fact that while child care needs have expanded, some corresponding services have also expanded:

| | 1980 | 1987 | Increase |
|---|---|---|---|
| # of children enrolled in full-day care | 2,000 | 4,277 | +114% |
| # of licensed family day care homes | 28 | 135 | +382% |
| # of licensed full-day centers | 44 | 66 | + 50% |
| Amt. of County tuition aid dollars | $716,500 | $856,000 | +22% |
| Amt. of City tuition aid dollars | $262,600 | $325,000 | +24% |

During that same time period, the 4-C "Child Care Resources" program area (which includes parent referral, consultation to child care providers, and work with employers), has seen an increase in funding from the city, county, and United Way of 100%. There has, however, been a 320% increase in parent referral calls during the period.

| | 1980 | 1987 | Increase |
|---|---|---|---|
| Public Funding for 4-C's Child Care Resources | $38,966 | $77,913 | +100% |
| Parent Referral Calls | 897 | 3,770 | +320% |

RECOMMENDATIONS:

Because child care is viewed in many ways by different groups in society, it is often difficult to present a "state of the art" that truly represents the actual condition. From the perspective of parents looking for day care in Dane County it is a difficult search to find care at all: many centers are full and have waiting lists and most infant/toddler care is hard to locate. Other parents experience frustration in trying to find quality care. They want accurate information on regulations, training, specialized knowledge on the part of providers--and they have difficulty finding the level of quality they might wish. Still, they search in a community that has "lots of day care," and in which the quality is fairly good.

From the perspective of many child care providers, child care is a difficult career: there is little career incentive to enter or remain in the field, the status of child care workers is changing only very slowly, and parents do not always seem appreciative of the good work the caregivers are doing. Still, caregivers seem drawn to the field and many stay on year after year, because they feel compelled to work with young children and their families.

From the perspective of the legislature and other policymaking bodies, child care remains somewhat of an enigma: who needs it for what reasons? Why can't the "free market" operate well for child care? Why are there such conflicting comments from constituents about the need for both more and less regulations? Still, the policymakers recognize child care's importance and attempt to repair or create legislation that would make the system operate more effectively, especially for low-income parents.

There are more and more licensees, more complaints from parents and caregivers, more paperwork, more public demand. Still the presence of a fairly substantial Wisconsin law which protects children in child care enables licensors to carry out their essential role in the protection of children.

With more than 9,500 young children enrolled in some sort of regulated child care program in Dane County, 1987 is a period of intense activity around child care. Approximately 1,000 individual center workers, over 450 regulated family day care providers, plus approximately 75 day care directors, carry out their child care duties every day. These providers are not without resources, though more are needed. Madison is fortunate to have a responsive Day Care Unit which promotes and effectively contributes to quality child care through certification, grants, and tuition for parents. More than ever, commitment to quality is needed in order to sustain the progress that has been made.

The recommendations which follow are a response to the needs of the parents, providers, policymakers, and others with an intense interest in child care, but--most of all--the recommendations should respond to the needs of children.

The emerging needs of child care appear to be:

- o more child care services and information to immigrant and refugee families
- o more services to homeless families with young children, who may not be accepted on tuition aid waiting lists due to residency requirements
- o more child care services for school-age children in the summer and throughout the year and more infant/toddler care
- o more services for families whose rotating shifts cause them to need care in the evenings and on week-ends
- o more services for families needing part-time care because they are in work or training programs only part-time
- o more community information about child care, so that parents begin to better understand the true costs of child care
- o increased recruitment and training efforts for family day care providers in all parts of the county
- o continued support for existing child care services that help sustain quality child care, that work to improve the delivery system, and that offer consultation and technical assistance to child care providers
- o increased funding for low and moderate income families
- o increased awareness of the needs of child care workers whose relatively low wages keep child care at a price affordable to many parents
- o more services to parents who are teen-agers, who have limited access and transportation to get to child care
- o continued emphasis with local employers to encourage their selection of an appropriate child care option
- o more training for child care providers, for both long-term caregivers and those new to the field

These and other recommendations will not be resolved from one point of view alone, but it is our hope that the community will increasingly respond to take action on the behalf of young children in child care.

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